Environmental
Action Plan
Report

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INTERVIEWS

FLORIDA: **Public Participation Committee**

NORTH DAKOTA: **Effective Use of Visual Aids**

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U.S. DEPARTMENT OF TRANSPORTATION/Federal Highway Administration

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The Environmental Action Plan Report, issued periodically by the Federal Highway Administration Offices of Environmental Policy, Engineering, and Highway Planning, presents papers on innovative techniques and procedures that assure the consideration of social, economic, and environmental effects in highway development. The techniques and procedures presented are contained in State Action Plans or have been otherwise developed in accordance with the objectives outlined in the Process Guidelines (FHPM 7-7-1). The Reports include evaluations of the techniques and procedures based on the experience gained to date. These subjects are selected on the basis of anticipated interest and their importance to the most States.

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Florida:
Public Participation Committee

Prepared by:
Buddy Cunill
Florida DOT Environmental Specialist

Edited by:
Tracy E. Daugherty
FHWA Program Reports Staff

INTRODUCTION

With the development of State Action Plans and with the stress placed on the need for public involvement in the highway planning and design process, State highway agencies have used a variety of techniques to get effective involvement. One such way, the Public Participation Committee, used on some projects in Florida is discussed in the following interview between Mr. Warren MacLaren, Project Development Engineer, District 2 (Lake City, Florida), Florida Department of Transportation, and Mr. George Duffy, Senior Community Planner in the Federal Highway Administration's Office of Environmental Policy.

Mr. MacLaren considers the committee format to be a highly effective technique because it allows for a representative cross section of citizens from within a project area to be involved on a continuing basis during project development. Since it represents a cross section of citizens, committee members are able to hear the views and concerns of their fellow citizens and to see how they are incorporated into the process.

In addition, Mr. MacLaren thinks the Public Participation Committee format has given the Florida Department of Transportation the opportunity to acquaint citizens with its planning process and the constraints under which projects are developed.

At the present time, a Public Participation Committee has been established for the 39th Avenue project in Gainesville, Florida. Mr. MacLaren discusses how the Committee is selected and what will be expected from it.

Duffy: Warren, what is your position with the Florida Department of Transportation?

MacLaren: I am the District Project Development Engineer and part of the District Project Development and Environmental (PD&E) staff. I manage a section in PD&E which develops the preliminary engineering features of a proposed highway project. The engineering features and improvements are developed in general terms for each alternative of a proposed project, utilizing aerial photography and other available data. The exact right-of-way at this point is undetermined.

The Project Development Section of PD&E is also responsible for carrying out the Department's Public Involvement Program during this initial stage of a project's development. All informational meetings, early notifications, and public hearings are handled by our Section. The other responsibilities of this unit include preparing feasibility reports for special project funding, establishing 5-year work programs, and scheduling projects.

Duffy: What do you see as the role of public involvement in the development of a project?

MacLaren: To me, public involvement is simply the means by which we obtain interaction between the Department, local government bodies, and the public. It is a process that allows the public an opportunity to express itself to us and to inform us of its desires--both pro and con. A favorite method that we use to get the public and local governments involved in major projects is to establish a Public

Participation Committee. This Committee provides a simple forum where we and interested citizens can sit down together to discuss, review, and consider their concerns during the development of a project.

The Public Participation Committee provides the Department with an additional opportunity to acquaint the citizens with its planning process. Often people fail to understand why it takes as long as it does to develop a project. The committee format provides an excellent opportunity for us to show the constraints that projects are developed under and the areas where we have some flexibility.

Duffy: Would you consider public involvement different from the public hearing process?

MacLaren: Public involvement for us is an opportunity for people to express their needs and desires during the early stages of a project. By the time we reach the public hearing stage, we feel that we are simply reviewing points about a project that has been mutually developed between the Department and local citizens.

Some people, I'm sure, will disagree, but because of our public involvement program we normally do not go to a public hearing with a recommended alternate. We discuss all alternates and listen to all suggestions, comments, and recommendations presented by members of the public. The public hearing thus provides everyone with an opportunity to consider the best balance between what the Florida Department of Transportation proposes and what the people want.

Duffy: Let's take a specific example. Will the Public Participation Committee that you are currently organizing for the 39th Avenue project in Gainesville meet the public involvement role you've just described?

MacLaren: Hopefully so. What we've tried to do in selecting the Committee is to identify interested persons living in the general vicinity of 39th Avenue so that they can make us aware of their immediate and long-range concerns. As the environmental document develops and as suggestions or recommendations are made and evaluated, each additional meeting will provide feedback to the Committee as well as initiate resolutions to local problems. The Committee will meet periodically, depending on how the project is developing.

Duffy: Once organized, do the Committees generally stay intact or do people just drift away and eventually destroy the effectiveness and purpose of the Committee?

MacLaren: We seldom have a Committee dissolve or become useless. Our approach in this District is to be open and straightforward. Everyone's interest is heard and considered. People become a part of the project. Interest is maintained in this fashion. Remember, we're a part of the Committee. Let me cite two examples of where the suggestions of Committees resulted in the modification of projects.

In the Jacksonville area, the Public Participation Committee established for a project had numerous alternates suggested. At each meeting, the

Department addressed alternates proposed during preceding meetings. The result of our feedback and the Committee's feedback to our proposals was a narrowing of the alternates considered in the draft EIS.

On another project in Jacksonville concerning a 27-mile, limited-access facility, one committee member made a suggestion which, on the surface, appeared to be unfeasible. The subject of his suggestion concerned a four-lane facility that was being considered for conversion to a limited-access facility. This citizen was aware of an unused, dedicated right-of-way parallel to an existing powerline some 800 feet to the east of the existing four-lane facility. He felt that this right-of-way could be utilized to locate the limited-access facility, thus permitting the existing four-lane facility to maintain local access in lieu of providing service roads. Analysis of construction, relocation, and right-of-way costs indicated the suggestion was a better concept than any existing proposal under review. It eventually became a part of the recommended alternate.

Duffy: What prompts you to establish a Committee?

MacLaren: The significance of the project or whether a proposed project is on a new alignment or through a dense urban area. Generally, the complexity of a project dictates whether or not a Committee is formed. We try to remain aware of a community's needs so that we can develop some idea of how a proposed project will be received.

Duffy: Is the 39th Avenue Committee a Citizen Advisory Committee?

MacLaren: Not in the sense that this term is generally used. For example, we have been asked why we don't use the Gainesville Citizen Advisory Committee instead of establishing a new Committee. We feel the Advisory Committee has already established its needs and desires by contributing to the development of the Gainesville Comprehensive Plan. In other words, it has identified Gainesville's total system needs up to 1992. The 39th Avenue project is only one segment of the Comprehensive Plan, and we are now seeking to establish concepts and alternates to implement this project as a part of the total system. We want to determine how those citizens living in the vicinity of the proposed project feel they will be impacted.

Quite honestly, I don't feel the Department's job with the Public Participation Committee is to justify the need for the 39th Avenue project. The Comprehensive Plan does that. Of course, we will consider how the 39th Avenue project interrelates with other system projects and vice versa, but we assume that the adopted system plan is the goal we are striving for, and, accordingly, we work with that in mind.

Duffy: Who will serve on the 39th Avenue Committee and how are these individuals selected?

MacLaren: To form the Committee, we first identify by name all subdivisions fronting or having major access to 39th Avenue. Through prior experience, we also know of the active environmental groups in the area as well as the active minority groups. For instance, on

39th Avenue, there is a large tract of land proposed for a future minority community. We've requested that representatives from the group involved in that proposal serve on the Committee. Representatives from churches, schools, etc., have also been invited to participate on the Committee.

Additional persons and groups are identified through the Gainesville Planning Council, the Advisory Committee itself, the MPO, local interest groups, and the Chamber of Commerce. We try to insure that Committee members comprise a vast cross section of the community.

Once groups and persons are identified, we send them a letter asking for their participation. The letter also contains an attached list of prospective committee participants. No one willing to serve on the committee is excluded from participation, but the size of the committee is limited to insure that it is effective and not cumbersome.

The 39th Avenue Committee will be made up of about 35 persons which, although slightly larger than normal, is a good, workable size. Generally, a Committee will average between 20-30 people per meeting. We anticipate that participation in the 39th Avenue Committee will be very high.

Duffy: Since tonight will be your first meeting as a Public Participation Committee, what will you tell them?

MacLaren: Tonight, we will inform them of the Department's procedures for developing a project. We will also ask for their input and request

that they relay information developed by the Committee both to their respective groups and to their constituents.

Duffy: Will this Committee be the only Public Involvement activity for the 39th Avenue project?

MacLaren: If we feel the committee format does not do a good job making the public aware of the issues involved in this project, an informational meeting may be needed, in which case one will be held, but not until we have developed something constructive to talk about. The Committee is our principal means of receiving community input and informing local groups as we proceed with developing a project. We would consider any informational meeting that may be held as a Committee meeting; the same with the public hearing. In so doing, we seek to insure good Committee attendance and exhibit to all those attending that the project is a joint venture between the Florida DOT and the public.

Duffy: When will the Committee become inactive?

MacLaren: After the public hearing, we will hold one final meeting. This will coincide with the receipt of location and design approval. At this point, the Committee will become inactive.

One idea we have been considering is utilizing the Committee throughout the entire project. For instance, it takes anywhere from 3 to 7 years to go from where we presently are on 39th Avenue to actually constructing the project. The current environmental study may require about 2 years to complete, leaving 1 to 5 years before construction actually begins.

We are considering holding Committee or informational meetings after the final design is established, prior to right-of-way acquisition, and even before construction. These meetings would address the specifics of a project such as design, right-of-way acquisition, relocation assistance, and construction operations, and thus keep local citizens informed throughout the entire length of a project's development.

Today, once location and design approval is received, the people (unless the project is complex and very visible) never hear about it until a relocation agent knocks on their door. We hope that this can be avoided in the future.

While the process of developing a highway project is lengthy in itself, we often add to the time by doing studies on projects that are not funded for construction or for which only a small segment is funded. 39th Avenue is such a project; it isn't even in the 5-Year Work Program. Nevertheless, 39th Avenue has been established as a priority project, and funds to implement at least initial segments will be sought during this study period. Any time the highway process is lengthened, it makes keeping the public informed more difficult.

Duffy: Are minutes or reports kept of the meetings?

MacLaren: Each member of the Committee is given a bargraph detailing the flow of the project and the occurrence of specific activities. We also distribute to each member a monthly newsletter which briefly describes the activities that have taken place on the project during

the previous month. In addition, we keep minutes of the meetings and prepare a summary for each member. The minutes are available for anyone to read, but there is no general distribution outside of the Committee, although specific requests are usually honored.

Duffy: Is there any particular type of format that will be used tonight?

MacLaren: We really do not have a set format. Since tonight's meeting will be the first for the 39th Avenue project, we will discuss the general organization of the Committee, introduce its members, and then make a presentation. This will take between 30-45 minutes, but no more than 45 minutes. A break will then follow, and upon regrouping we will proceed with reviewing maps, fielding questions, etc. Aerial photography of the existing right-of-way will be on display.

The Committee will have an opportunity to discuss the initial information or anything else related to the project. Discussion will be encouraged. Our presentation will be a little lengthy in order to acquaint everyone with the EIS process, and the meeting will probably be a little more formal than usual. Subsequent Committee meetings will be less formal and hopefully have more interaction.

Duffy: Do you anticipate the 39th Avenue project being controversial?

MacLaren: At this point, I'm not quite sure. City and county officials stand behind us. Since Gainesville is a university city, some might

prefer to see money spent nearer the University while others have expressed the desire to spend transportation dollars on modes other than highways. Some citizens living along 39th Avenue have problems with a four- and six-lane facility. Also, citizens have asked us to look at a facility of this type along 54th Avenue, which is several miles from 39th Avenue.

We also know the 39th Avenue corridor contains a Red-cockaded Woodpecker's nest. In addition, this corridor is in a high urban area and contains wetland involvement. There are schools and parks which could be Section 4(f). So there is a wide range of issues, so we certainly have the potential for a controversial project.

Duffy: Any final comments regarding the Public Participation Committee or public involvement?

MacLaren: To summarize, we feel the Committee gives everyone a chance to be heard. It serves a good purpose for all concerned. We never indicate to a Committee that it will select the recommended alternate, but we make it clear that the Committee will assist us in developing viable alternates. The Department still has the responsibility for making the final alternate recommendation, although the Committee can express its preference as a part of the process.

We do encourage members to attend the public hearing and to express their opinions either as a group or as individuals. Since it is rare to have total agreement among Committee members, we know that everyone,

regardless of position, is fully aware of how the Department has to proceed in developing a project, and their having this understanding and appreciation of the process really works for us.

Of course, feedback to the rest of the community is very important and assists the Department greatly in reducing conflict. Our District Office is in Lake City, and we don't want to appear to be outsiders making decisions for Gainesville. The Committee helps to eliminate that perception from developing.

North Dakota:
Effective Use of Visual Aids

Prepared by:
Robert Jacobsen
FHWA Landscape Architect

and

George F. Duffy
FHWA Senior Community Planner

Edited by:
Corenthia Lopez
FHWA Program Reports Staff

INTRODUCTION

A major function of public meetings and hearings is to present all pertinent material to the public in a clear, concise, and understandable manner. One method to effectively inform the public is the subject of this article.

In February of last year, Mr. Robert Jacobsen, Landscape Architect in the Region 8 Office of Environment and Design, was invited to attend a location/design public hearing in Fargo, North Dakota. The invitation was extended by Mr. Floyd Robb, Director of the Community Affairs Division for the North Dakota Highway Department.* Mr. Robb wanted to demonstrate the effective use of a slide/tape presentation.

The presentation at the Fargo public hearing was outstanding both visually and in the manner that alternatives were presented. It was obvious from the comments and questions that sufficient information was given to clarify the public's concerns.

Following the location/design public hearing, Mr. Robb was interviewed on the advantages of slide/tape shows at public meetings and hearings, the process used to coordinate with various offices within the highway department to develop a meaningful script covering all required material, and, finally, the cost in terms of money, time, and staff.

*Since this interview, Mr. Robb has accepted a similar position with the Basin Electric Power Company in North Dakota.

Jacobsen: Floyd, now that we have had an opportunity to observe one of your public hearings and to watch you produce an audio-visual (AV) program, I would like to ask you a few questions about your operation. What are your responsibilities with the North Dakota Highway Department, and, more specifically, what are your responsibilities in the area of citizen participation?

Robb: I am the Director of Community Affairs for the State Highway Department, with overall responsibility for departmental public relations. I supervise the citizen involvement program which includes public hearings and public meetings.

We have upgraded our public participation process in the last few years. I recall a time when a citizen would not hear from us after a hearing until about 2 years later when machinery started moving in to begin construction. Now, we send letters no later than 30 days after a hearing to inform citizens of hearing decisions. In situations where we can't make a decision, we let the people know that we are further studying the issues involved. If a decision is made, the public knows about it almost as soon as I know. Another point I should bring out is that we used to hold preconstruction meetings only with contractors and engineers. Now, we hold them with property owners along the project corridor as well.

Jacobsen: Where does your unit fit within the Department?

Robb: I report directly to the Highway Commissioner who is my immediate superior. This is an important procedure in any highway department

because the effective public relations (PR) person should have a close working relationship with the chief administrative officer. Having to penetrate several layers of management to get to the top official is not conducive to effective PR. The PR person must be aware of most decisions and the basis upon which they were made. The PR person should be able to communicate with the media intelligently, knowing what information should or should not be released.

Jacobsen: How many people do you have on your staff, and what are their responsibilities?

Robb: My staff consists of an Assistant Director, two staff writers, and a secretary.

My assistant is responsible for publishing an in-house employee magazine that communicates personnel policies. It serves as a management piece to the employees to help keep communication lines open. The second major responsibility is to write public hearing scripts. (We will get into the actual process that we go through on scripts for public hearings a little later.) There are other special assignments which the Assistant Director also handles on a day-to-day basis.

One of our staff writers has the responsibility of assisting the Assistant Director with the publication, writing stories for the publication, handling general news releases for the Department, and interviewing Division heads to get out the day-to-day news releases. A second staff writer's responsibility is the public relations aspects

of the development of a statewide transportation plan. That is almost 100 percent of her responsibilities at this point; once the transportation plan is complete, that position will involve more of the community involvement aspects of the office.

Jacobsen: From what you have been able to observe, what is the state-of-the-practice of audio-visual presentations?

Robb: I think the audio-visual field is a growing industry. The major corporations have been using audio-visuals for years; but, because of limited demand, audio-visual hardware has also been limited. Now that smaller industries and government are starting to see the need for AV, a boom is developing in AV hardware.

When I speak of audio-visuals, I am talking about slide/tape and possibly some motion pictures--not video tapes. I think the video tape has its place in industry and in State and Federal governments, but, as far as I am concerned, it is a very limited medium which we prefer not to use for public hearings or public meetings.

Jacobsen: What are some of the common mistakes that are being made in this area?

Robb: Based on presentations that I have seen in my limited experience with other States, I think the real error is allowing someone with limited knowledge to produce AV for public consumption. If you let someone who isn't experienced in producing AV presentations, you end up getting some very poor quality AV.

If I were to select the type of person that I would have produce AV presentations, it would be someone with a strong photographic background and with some experience in sound production (tape recorders and studio facilities).

Jacobsen: Would you explain some of the advantages of a good audio-visual presentation?

Robb: The most important advantage is that it presents a clear, concise viewpoint. You can polish that point of view in the office before presenting it publicly, making sure everything is correct as well as approved by management, before presenting it to the public.

When it is necessary to hold a public hearing in different cities, audio-visuals allow you the advantage of having the same information presented at each location. The other real advantage is that it eliminates confusion, particularly in complex alternatives, and makes the public understand what you are talking about, allowing them to ask intelligent questions.

Jacobsen: Would you elaborate on the use of a taped-voice presentation versus a live-voice presentation?

Robb: Viewpoints on the taped-voice presentation versus the live-voice presentation differ, even among producers of audio-visual presentations. Some lean very heavily to having a live presentation given while the slides are manually tripped. However, we still believe that a person will tend to elaborate more when standing in front of an audience.

If you are going to hold a hearing in more than one location, you run the risk of saying one thing at one meeting and something else at another. With a taped presentation, you have it polished. You are not using engineering terms, but terms that are readily understandable to the public. You are also able to put in musical background, which some believe is an unnecessary frill. I think you will agree, however, that the musical background at the public hearing you attended in Fargo added a lot to the presentation in terms of continuity, holding things together, and holding the public's interest.

Jacobsen: You can control the length of the presentation by having it taped.

Robb: That is a very good point. One of the things that we are stringent about is not allowing a presentation to exceed 30 minutes, maximum. Most of our public hearing presentations, even on the most complicated projects, are not over 20 minutes long. Before AV presentations, we used to take an hour or longer to explain a highway project. A presentation of about 30 minutes allows the public to accomplish what they came to the meeting for in the first place--to give their opinions, not to listen to someone explaining highway projects.

Jacobsen: What does it take in terms of resources, such as money, time, and staff, to produce a good audio-visual presentation?

Robb: That depends on how elaborate you want your presentations to be. If you want 36 projector shows with laser lights and star wars, the

sky is the limit. For a highway department or a DOT that is just getting into audio-visuals, for about $1,500 and one person, very acceptable audio-visual presentations can be produced for highway or transportation projects. That investment is a one-time investment; if you want to get more sophisticated, you don't throw the equipment away and buy something else. Instead, you add to your equipment as your production of audio-visual presentations becomes more sophisticated.

Jacobsen: Would you elaborate a little more on the time it would take to prepare a normal project hearing? Describe how you go about producing a slide presentation for a public meeting or hearing, and tell whether there are certain steps or checklists that you follow.

Robb: The first thing we do is determine whether or not there is a need for an AV presentation. For example, on small street widening projects with little or no impact, AV production is not cost effective, particularly where there isn't any right-of-way or relocation assistance involved. In that respect, simply going out with a few maps is sufficient because there aren't that many people that are interested in the project because it will not affect them. The only exception to that rule is if you are in an urban area where you are going to remove trees. Then, we go with AV. Also, there is no point in having an AV presentation for installation of signals and installation of street widening projects.

This is the procedure that we follow: Approximately 3 to 4 months prior to a public hearing, we hold a prehearing meeting with all divisions and persons involved in the proposed project, including the Right-of-Way Division, Design Division, Programming and Surveys, everybody that could conceivably have an interest in the project. The persons who will write the AV script, the photographer, and the producer of the presentation also attend the meeting.

At the meeting, all problems, details, and concerns about the project are discussed. Engineers point out specific problem areas which need to be dealt with, either photographically or in the script. For example, if there is going to be a house that has to be removed, they have a large strip map on the wall. The photographer will make a note of the house and then take a photograph of it. It will then show up in the public hearing script. That is the kind of thing that really brings home to the people what they will eventually see in the AV script. It readily indicates that someone is going to be adversely affected by the project.

After that meeting, the photographer will take all of the aerial photography. We take it out of the front window of a Cessna 337 aircraft. Most departments now have planes which are used for photogrammetry; they are all taken from an angle. The photographer will pay particular attention to any problem areas that were pointed out in the aerial photography at the prehearing meeting. Those slides are

processed and indexed for use in the final presentation. We may fly the entire length of a project and take overlapping shots all the way through. All of the slides are put into sequence, indexed, and set aside until the final script is written.

We used to work from the preliminary study report but found that there were too many changes made later, and we often had to rewrite the script. After the draft environmental impact statement is complete, most of the decisions that are going to be made on a highway project have been made. All details are pretty well set up because the Design Division is required to have the hearing exhibits out to the districts 30 days prior to the hearing. By decisions, I mean which alternates we are going to present at the public hearing, not the alternate that will be built. For example, will we present Alternate A or Alternate B, or will we present other alternatives?

Once the draft EIS is prepared, my assistant writes a draft script for the AV presentation, which must be completed 5 weeks prior to the hearing. When preparing the script, we work closely with the environmental people in our design and engineering sections to make sure all project details are covered. The draft script is then circulated to all affected divisions for approval or changes and to the Chief Engineer and the Chief Administrative Officer. We emphasize that anyone who is involved internally must comment on the script at that point to avoid last-minute changes. Although we had a difficult time with that problem initially, we finally convinced reviewers that a change of several words

in a final script seriously affects the production of an AV presentation. It involves reprogramming and rerecording the voice for the presentation, and maybe even changing some of the slides.

The final script goes to the graphic section no later than 3 weeks prior to the public hearing. As soon as they receive the script they photograph the ground shots. They will find out what portions of the presentation cannot be covered from the aerial photographs. If they missed anything in the initial aerial shots, it gives them a second opportunity to make last-minute aerial shots. Unless there has been some change that we didn't expect, they don't have to go back for aerial photography.

The presentation is then developed off of the final script, and a review of the completed presentation by all of the people that were involved is given at least 3 days prior to the public hearing to make sure that there are no blatant errors or details left out.

We have run into a couple of instances where our best efforts of preparing a final script didn't work, and the engineers may come up with another alternative that they want to present at the public hearing. We do not change the AV presentation. We simply explain the last-minute alternate at the end of the AV presentation. The script development process usually starts 3 months prior to the public hearing, but it actually takes about 3 to 4 weeks to produce a presentation.

Jacobsen: What basic equipment is necessary to produce a good slide presentation for agencies with limited resources?

Robb: We have our preferences as to brands, but with all of the equipment available now, you should talk to an AV supplier about your needs. The basic equipment includes two Kodak AF 1 slide projectors (the workhorse of most AV programs), some sort of dissolve unit, and some sort of programmable cassette tape recorder. With those four basic pieces of equipment, you can produce a very adequate slide presentation.

We are talking in terms of $1,200 to $1,300 for that equipment. I am assuming that most highway departments and DOT's have camera equipment already in their operation; but to produce AV presentations, you need a good quality Nikon 35mm camera and a standard 50mm lens. Nikon is the only camera I know of that has an exact viewfinder. It is important to have a camera that reproduces on film exactly what is seen in the viewfinder. I cannot imagine that that type of a camera is not available in most DOT's or highway departments around the Nation.

Jacobsen: Where can someone go to gain additional information about producing slide presentations?

Robb: It depends on how proficient you are already. If it is someone who is just into photography and has never delved into AV to any great extent, I would recommend the course that is put on by the Kodak people at Rochester, New York. It is a program that teaches the basics of audio-visual productions. The course is a very good, 5-day program. For more information on it, contact the marketing department of Kodak in Rochester, New York. For someone who understands basic audio-visual

production, Spindler/Sauppe, which is a material supplier in the audio-visual industry in cooperation with other material suppliers in various cities around the Nation, puts on a state-of-the-art audio-visual course. This course is not recommended for those who are not familiar with AV. It is a high-powered course which allows you to produce some excellent work. It is the people who are producing the 35- and 40-projector shows for big industry that are putting on these workshops.

Jacobsen: Do you have any suggestions you might make to us in FHWA or to those in other State highway agencies concerning the subject?

Robb: We have been talking very heavily about AV and its use in the community involvement program. I don't want to convey the image that AV is a panacea for the problems that any agency encounters when dealing with the public. It is a very effective tool for those who have community involvement responsibilities, but if you don't have a good basic community involvement program, it certainly will not bail you out.

One of the major barriers in effective C.I. is the fear on the part of the engineering divisions that people in public relations were taking on an engineering function. Nothing could be further from the truth. One of the problems that most DOT's or highway departments have is recognizing that they have hired communications experts in their public information offices, and they ought to be allowed to do their jobs which is communicating to the public what the engineers want communicated. A good analogy to use here is this: If I were to walk into the

Bridge Division and tell them that they ought to be using a six-bag mix instead of an eight-bag mix for bridge construction, I would immediately get thrown out on my ear. But those same people don't have any problem telling us how to do our job in communications. So the real issue here is since we have been hired as communications experts, we ought to be allowed to do our job.

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